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AUTHOR Donovan, James H.; And Others  
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## ABSTRACT

Descriptions are given of six initiatives for improving teacher quality in New York State. Provisions, administration, funding, allowable uses of funds, and method of distribution are discussed for each of the programs. The proposed projects are involved in: a career ladder/internship program for teachers; an internship/master teacher program; an internship/consultantship program; a teacher enrichment program; a teaching aid program; and a teacher and administrator internship program. Responses of organizations and individuals to the proposals are presented, and future considerations to be taken into account are also discussed. A chart compares teacher related initiatives underway in New York to those in other states. (CB)

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# INITIATIVES FOR TEACHER QUALITY IN NEW YORK STATE

James H. Donovan  
Chairman, Senate Education Committee  
New York State Senate  
Albany, New York

July, 1985

Staff  
Jeffrey P. Lovell  
Richard D. Pfister  
David V. Wollner

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THE SENATE  
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12247

JULY, 1985

JAMES H. DONOVAN  
47TH DISTRICT  
CHAIRMAN  
COMMITTEE ON EDUCATION  
SIR 455 2211

RULES  
FINANCE  
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ETHICS  
STATE LOCAL RELATIONS

DEAR FRIEND OF EDUCATION:

IN 1984, THE SENATE EDUCATION COMMITTEE PROPOSED A COMPREHENSIVE PROGRAM ENTITLED THE "TEACHING IMPROVEMENT PROGRAM" (T.I.P.), TO IMPROVE THE EFFECTIVENESS, STATUS AND ATTRACTIVENESS OF TEACHING AS A PROFESSION. THE COMMITTEE CONDUCTED PUBLIC HEARINGS ACROSS THE STATE THAT GENERATED BOTH SERIOUS AND MEANINGFUL DISCUSSIONS AMONG TEACHERS, SUPERINTENDENTS, SCHOOL BOARD MEMBERS, PARENTS AND STUDENTS. AS A RESULT OF THOSE HEARINGS, THE LEGISLATURE WAS SUCCESSFUL IN ENSURING THAT A NUMBER OF PROGRAM INITIATIVES TO STRENGTHEN TEACHING WERE INCLUDED IN THE 1984-85 STATE AID PACKAGE TO PUBLIC SCHOOL DISTRICTS. THOSE PROGRAM INITIATIVES APPROVED INCLUDED THE FOLLOWING:

- ° STATE FUNDS TOTALING \$2 MILLION FOR THE EMPIRE STATE MATH AND SCIENCE TEACHER SCHOLARSHIPS AND FELLOWSHIPS. THESE STIPENDS, AWARDED ON A COMPETITIVE BASIS, ENCOURAGED STUDENTS TO PURSUE CAREERS AS TEACHERS. THIS PROGRAM WAS EXPANDED UNDER THE 1985 SCHOOL AID PACKAGE TO INCLUDE OTHER SHORTAGE SUBJECT AREAS AS DETERMINED BY THE COMMISSIONER OF EDUCATION.
- ° STATE FUNDS TOTALING \$3.5 MILLION FOR THE ESTABLISHMENT OF TEACHER RESOURCE AND COMPUTER TRAINING CENTER INSTITUTES STATEWIDE. SUCH CENTERS ARE INTENDED TO IMPROVE THE PEDAGOGICAL SKILLS AND UPGRADE THE SUBJECT AREA COMPETENCE OF CURRENT TEACHERS. THE LEGISLATURE APPROPRIATED AN ADDITIONAL \$2.5 MILLION THIS PAST 1985 LEGISLATIVE SESSION TO PROVIDE EXPANDED PROFESSIONAL SUPPORT SERVICES FOR TEACHERS AT THESE CENTERS.
- ° A TEACHER SUMMER BUSINESS TRAINING AND EMPLOYMENT PROGRAM TOTALING \$4.5 MILLION. THIS PROGRAM, INVOLVING BOTH THE PRIVATE SECTOR AND THE EDUCATION COMMUNITY, PROVIDED GREATER FINANCIAL SUPPORT FOR THE RETENTION AND ATTRACTION OF QUALIFIED INDIVIDUALS TO THE TEACHING PROFESSION. THIS PROGRAM WAS CONTINUED IN 1985.

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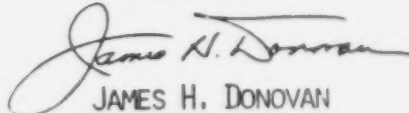
WE, AGAIN, IN THE EARLY PART OF THE 1985 LEGISLATIVE SESSION, CONDUCTED A PUBLIC HEARING IN ALBANY TO SOLICIT THE VIEWS, COMMENTS AND RECOMMENDATIONS OF STATE AND NATIONAL POLICYMAKERS ON THE GENERAL STATUS AND CONDITION OF TEACHING. THE SUBJECTS DISCUSSED INCLUDED THE PROSPECTS FOR CAREER LADDERS, MASTER/MENTOR TEACHER CONCEPTS, INTERNSHIPS, MINIMUM SALARY AND ACROSS-THE-BOARD SALARY ENRICHMENT, TEACHER CONSULTANTSHIPS, INCREASED ENTRY LEVEL STANDARDS AND SABBATICALS, AMONG OTHERS. ENCLOSED, FOR YOUR INFORMATION AND REVIEW, IS A SYNOPSIS OF THAT PUBLIC HEARING AND THE VIEWS OF THE PARTICIPANTS.

AS A RESULT OF THAT PUBLIC HEARING A VARIETY OF MEASURES AND APPROACHES WERE DEVELOPED TO PROVIDE TEACHERS WITH AN OPPORTUNITY FOR PROFESSIONAL DEVELOPMENT, ADVANCEMENT AND RECOGNITION. UNFORTUNATELY, THE STATE LEGISLATURE FAILED TO REACH AGREEMENT AMONG THE NUMEROUS ALTERNATIVES AVAILABLE DURING THE LAST SESSION.

IT IS CRITICAL THAT WE CONTINUE TO FOCUS UPON INITIATIVES TO IMPROVE THE TEACHING DISCIPLINE. THE PROPOSALS UNDER EVALUATION DURING THE 1985 SESSION HAVE, AT THE VERY LEAST, ALLOWED THE EDUCATION COMMUNITY AND THE STATE LEGISLATURE COLLECTIVELY TO BEGIN TO CLARIFY AND ESTABLISH THEIR PRIORITIES IN FORMULATING NEW DIRECTIONS FOR TEACHING.

I HOPE YOU FIND THIS SYNOPSIS HELPFUL AND INFORMATIVE AS WE CONTINUE OUR DELIBERATIONS. YOUR COMMENTS ARE MOST WELCOME.

SINCERELY,



JAMES H. DONOVAN  
CHAIRMAN  
SENATE EDUCATION COMMITTEE

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#### ACKNOWLEDGEMENTS

The Senate Education Committee wishes to express its sincere appreciation to those national and state policymakers who made this synopsis possible and to the State University of New York at Albany, especially Alan P. Wagner and Frances Kemmerer, for their research and technical advice. In addition, we wish to thank Ms. Carolyn Hoffman, Manager, Information Systems, Senate Education Committee and Suzanne Secor, Research Analyst, Senate Research Service, for their technical and research assistance.

## INITIATIVES FOR TEACHER QUALITY

In recent months, American education has become an important topic for public discussion. One reason for this emphasis has been the release of several major reports on the status of public education by organizations such as the National Commission on Excellence in Education, the Carnegie Foundation, the National Commission for Excellence in Teacher Education, and the Rand Corporation. These reports identify problems that span the spectrum of education policies in the nation. Problems cited include the need to raise overall student achievement, revise curriculum requirements, improve teacher quality, and refine school management. However, they all concur that teachers are the foundation on which real educational progress must rest.

One of the clearest messages from these reports is that the pursuit of excellence in education leads directly to teachers. Incentives for attracting talented college students into teaching and retaining the best teachers in the classroom have surfaced throughout the nation. This report provides an overview of New York State activity to improve teaching and outlines specific legislative proposals that have been under consideration during the 1985 Legislative Session.

## NATIONWIDE RESPONSE

Across the country, there is growing concern about the future of teaching. Efforts to establish incentive programs for teachers and administrators as part of education reform plans have been implemented or are under consideration in a variety of states. All of these various initiatives have one common purpose -- attracting and retaining qualified teachers and school administrators. Most of the state plans enacted are in their initial stages of development or have been piloted on a limited basis (See Appendix A). These programs generally provide financial incentives or raise teacher standards through:

- \*scholarships and loans for students who plan to enter into teaching;
- \*entry level or precertification examinations for prospective teachers;
- \*internship requirements for beginning teachers;
- \*special funding for beginning salary increases or across-the-board increases for teachers;
- \*career opportunities known as master/mentor teacher and career ladder plans that recognize outstanding performance and;
- \*teacher inservice/retraining programs.

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## LEGISLATIVE PROPOSALS IN NEW YORK DURING 1985

Attracting the best teachers to New York State's classroom emerged as a significant legislative issue in 1985. Responding to state concerns for the improvement of teacher effectiveness, the New York State Legislature, the Governor, and the Board of Regents advanced various initiatives to strengthen teaching in elementary and secondary schools (See Appendix B).

The New York State Senate Education Committee, chaired by Senator James H. Donovan, conducted a public hearing on January 15, 1985, in Albany to provide national and state education policymakers with the opportunity to address issues related to improving the status, effectiveness and attractiveness of teaching, in general, and to react, comment on, and review three Senate model proposals in particular. Representatives were present from New York's State Education Department, various teacher organizations, the schools of education at Columbia, Syracuse and the State University of New York at Albany, superintendents, school boards, national research organizations, and the states of Massachusetts, New Jersey, South Carolina, and Tennessee (See Appendix C).

### The Senate Model Proposals

The three Senate model proposals form a natural continuum, ranging from a full career ladder plan, characterized by substantial state managerial and fiscal control, to a master/mentor intern program that features a new teaching certificate, to a consultantship/internship plan which maximizes state/local partnerships. Importantly, all three model proposals are voluntary. Districts would make the decision as to participation. Specifically, the three model proposals under consideration would provide:

\*A four-tier career ladder program, with new requirements for provisional, professional, senior, and master teacher levels, that link performance assessments to opportunities for career advancement.

\*A master/mentor teacher program that builds upon the present certification system in New York State. This would include an entry level internship and a newly certificated master/mentor teacher component, and an opportunity for a master/teacher to serve in a mentor capacity to beginning teachers, assist in staff and curriculum development, and conduct research on district concerns.

\*A teacher consultantship/internship program that calls for the annual identification of teachers who will assist new teachers, develop curricula, and provide inservice education.

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### Career Ladder Program

This program provides a sequence of clearly defined career steps for teachers. The program expands professional entry requirements to include four years of undergraduate study plus an additional year of postgraduate work, thus totaling five years of postsecondary study. Upon completion of the five years of postsecondary work, entry level teachers would also be required to complete a one year supervised internship under an experienced teacher in a local school district. This internship experience would provide new teachers with an orderly and supportive induction into public school service during the first year of employment.

After successful completion of such an internship, individuals could apply for "provisional" teacher status. Upon completion of this additional year of satisfactory service, provisional teachers would be eligible for the second tier, "professional" teacher status. "Senior" and "Master" designations would require an additional five or ten years of satisfactory experience, respectively. Persons advanced to the "senior" and "master" teacher tiers would also be required to serve in a guidance/advisor capacity to student teachers, interns, and faculty members. Additionally, these teachers would play a key role in district research, evaluation, planning and inservice education activities.

Application for promotion to the various levels would be reviewed by regional committees, composed of teachers, administrators, parents, school board members and other representatives of the community. Each level of the career ladder would carry with it a state financed stipend (\$1,000, \$4,000, \$6,000 for professional, senior and master teachers, respectively) which teachers would receive in addition to the compensation by their own district salary schedule.

### Master/Mentor-Internship Program

This program would combine the internship component with a mentor/master teacher initiative. Specifically, this measure would require that all prospective teachers participate successfully in an internship program upon completion of a four year postsecondary degree program. School districts would submit internship plans for approval by the Commissioner of Education, thereby providing a formal setting for a first year teacher to develop pedagogical skills. The establishment of an internship program would coincide with the designation of master/mentor teachers described below.

The superintendent of each participating school district would be permitted to designate annually up to ten percent of the total number of the district's permanent teachers as "master/mentor teachers" pursuant to regulations of the Commissioner. Undoubtedly, many more teachers could qualify and serve with distinction as a master/mentor teacher. However, state funding resources might restrict the number of teachers that could be selected.

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Master/mentor teachers would be required to spend 80% of their time in a classroom teaching setting while devoting the remaining time to activities including: serving in a mentor/advisor capacity to new teachers through the formal internship program, assisting faculty members and colleagues in staff and curriculum development, conducting inservice education activities and research designed to solve local problems, and assisting staff at Teacher Resource and Computer Training Centers.

Designation of master/mentor teacher status would provide a teacher with a \$4,000 annual stipend, paid by the state. Those selected as master/mentor teachers would also receive a new state issued certificate attesting to this status. It is estimated that this program would cost \$80 million should all districts elect to participate.

#### Consultantship/Internship Program

This program is characterized by both a relatively lower state effort and greater flexibility. Teacher consultants, appointed for a one year term by the superintendent of the district in accordance with the Commissioner's regulations, would have the same responsibilities as the master/mentor teachers described previously. That is, teacher consultants would be required to combine mentoring, curriculum development, inservice planning, and evaluation duties with a significant classroom teaching load.

However, unlike the previous plan, they would not receive special certification, and the cost of their stipend (a fixed percentage of salary) would be shared by the state and the participating district. The formula for sharing, as outlined, would provide a maximum state share of 50% with local share as determined by the district's state aid ratio and the ratio of consultants to teachers. The plan would specify a phase-in period with permissible ratios of consultants to other teachers limited to 5% in the first year, 7.5% in the second year, and 10% in the third year and thereafter. Again, a greater number of teachers might qualify for such a role. However, state funding resources might restrict the number of teachers who could qualify under this program. It is estimated that the cost to the state of this program in the first year would be \$25 million.

#### The Assembly Proposal

Assemblyman Jose Serrano, Chairman of the Assembly Education Committee, also proposed a program to improve teacher effectiveness. The "Teacher Enrichment Program" proposed a set-aside of \$29 million for a categorical aid to assist local school districts in raising teacher salaries. The categorical aid would have been based on an equalized formula carrying a \$25 per pupil cap. Participation in the program would have required a district effort defined by a negotiated increase of at least 5% in the lowest quartile of the district salary schedule. The state would have reimbursed 85% of increases beyond a 5% minimum salary adjustment in the average wealth district.

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Reimbursements could be used as salary support or for assistance of mentor/intern programs, sabbaticals, and teacher planning and research activities. If mentor/internship options were adopted, the program required that the teaching load of interns be reduced by 20% and that of mentors by 25%. All alternative uses of the categorical aid would have been subject to collective bargaining.

#### The Governor's Proposal

The Governor's "Excellence in Teaching Program," as outlined in the 1985-86 Executive Budget, would have provided an estimated \$60 million in equalized aid, up to \$55 per pupil, to increase starting salaries, reduce class size, establish student discipline programs, or provide for teacher internship programs. Within these guidelines, districts would have been permitted to establish priorities as to the most effective use of the funds.

#### The Board of Regents Proposals

The Board of Regents' recommendation for Legislative Action in 1985 concerning State Aid to Schools contained four proposals designed to improve the recruitment and retention of teachers. The first proposal increased and equalized state support for inservice staff development activities, while the second and third recommended continuation of the Teacher Resource and Computer Training Centers and the Teacher Summer Business Training and Employment Program initiated by Senator Donovan and implemented by the Legislature during the 1984 Legislative Session. The fourth proposal provided schools the authority to establish beginning teacher/administrator internship programs. Assuming only 50% of all districts would participate in the program, the State Education Department estimated the cost for the internship program to be approximately \$10.7 million.

#### PARTICIPANT'S RESPONSE

The New York State Senate Education Committee conducted a public hearing on January 15, 1985, in Albany to solicit the views and recommendations of state and national education policymakers on the general status and condition of teaching including the prospects for career ladders, master/mentor teacher concepts, internships, teacher consultantships, teacher salary enrichment and increased entry level standards for teachers, among others. Over thirty educators from across the nation testified at the public hearing. (See Appendix C.)

For the most part, the response of the hearing participants was directed to the general factors involved in strengthening teaching. An almost universally adopted theme in the testimony before the Committee was the view that raising the professional status of teachers is the sine qua non of strengthening teaching in the schools. A number of witnesses cited research and examples which suggested that improvements in compensation, career opportunities, and work environment would not yield the desired results if they were not built upon a foundation of higher teacher involvement in planning and policymaking.

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The need for higher salaries for all teachers was cited repeatedly as one of the most effective ways to recruit the "best and brightest," improve retention, and raise teacher morale and effectiveness. Albert Shanker, President of the American Federation of Teachers, summarized much of the sentiment in responding, "when a college educated starting teacher in New York City earns \$14,527 and a window-shade repairer in the same building gets over \$19,000 to start, something is very wrong." New York National Education Association President Thomas Pisa echoed these remarks by stating, "the only factor, beyond personal commitment, that will attract talent to teaching is an increase of base pay, as well as salaries of those already in the classroom." Several speakers endorsed the notion of a state minimum starting salary, while Louis Grumet, Executive Director of the New York State School Boards Association, strongly opposed such a measure.

Reaction to the notion of career ladders was mixed. On the one hand, the concept of establishing career ladder plans as a means to alter the current salary schedule system generally drew negative responses, ranging from outright rejection to guarded approval of pilot projects. The poor track record of "merit pay," including the particular problem of developing standards for teacher evaluation, was frequently raised as an objection to the implementation of any career ladder plan in New York. On the other hand, the concept of using career ladders as a means of professionalizing teaching elicited strong support. As evidence of this support, Alan Neiditch, Vice President of Metropolitan Life Insurance Company, referred to the "Metropolitan Life Survey of the American Teacher," and stated that, "eighty-seven percent of New York teachers favor the concept of a career ladder to provide greater opportunities, more responsibility, and more pay as a viable way to attract and to keep better teachers in the system." In terms of initiating programs to retain experienced teachers, Frank Calzi, Superintendent of the Binghamton Public School System, expressed support for career ladders because such "programs encourage teachers to grow through teaching activities rather than seeking administrative positions or seeking employment in the private sector." Denis Doyle, Director of Education Policy Studies at the American Enterprise Institute also stated that "teachers who hope to get ahead are frequently encouraged to become administrators, a dubious assumption that robs schools of its most talented teachers."

Increasing and diversifying teacher responsibilities and duties for a variety of non-teaching tasks was also endorsed. A member of the Tennessee Interim Certificate Commission testified that their career ladder plan is "designed to attract and retain capable teachers, to help good teachers become better teachers, to improve instruction and to enhance learning." According to Karen Weeks, the Tennessee Career Ladder Program is currently being implemented on a statewide basis and ninety-seven percent of the eligible teachers have voluntarily applied.

Additionally, speakers also indicated that successful career ladder plans must address concerns about such unresolved issues as the public's and parents views of teachers on the lower tiers, opportunities for current teachers to take their places on appropriate steps of the ladder, the recourse of teachers who have been denied promotion at one point in time, and the potential impact of such a program on across-the-board salary increases. It should also be emphasized that teacher organization representatives seemed to prefer across-the-board salary increases to career ladder plans. (In this connection, they may also favor numbering the steps or tiers of any career ladder plan over designating titles, i.e., provisional, professional.)

The concept of a formal internship received overwhelming support at the hearing. In view of the importance attached to internships, many speakers recommended that interns carry only a partial teaching load. Dr. Robert Koff, Dean of the State University of New York at Albany's School of Education, contended that "safe practice" required reduced classroom obligations and recommended state stipends to defray the costs of an intern's salary. Additionally, Dr. Koff and others supported a strong college/internship linkage. Several speakers mentioned university/school study councils, teacher center projects and collaborative research and development programs as examples of such initiatives.

While support of the internship was inextricably linked with that of mentoring, there were concerns expressed regarding the qualifications of master/mentor teachers, how they would be selected, and how their mentoring, curriculum development, and other activities would be evaluated. Dr. Joann Jacullo-Noto, Director of Teachers College at Columbia University, cautioned, that as "we seek master teachers, we should be seeking individuals effective in the classroom and outside of the classroom in their planning for instruction, interaction with professionals, their adaption to the norms of the workplace and the leadership roles they assume in professional circles in the school and beyond." In this regard, James Green, Senior Policy Advisor to the Governor of Massachusetts, described a newly established state funded mentor teacher program available at local option to school districts. Green explained that school districts would determine through agreement with teacher organizations who would be selected to undertake such responsibilities as curriculum development, inservice education and evaluation activities.

Several participants also suggested that master/mentor teachers could be employed on a rotating basis for mentoring, staff and curriculum development. As a result, only those actually serving in master/mentor roles would receive additional remuneration. Thus, the stipend would be tied to increased responsibilities rather than rank.

The speakers were more specific in their comments on the proposed loci of control, the amount of funding, and the means for strengthening teaching. With respect to the locus of control, several speakers rejected the creation of a large state apparatus which would be required to administer the career ladder plan. Gordon Ambach, Commissioner of Education, questioned whether the bureaucratic arrangements necessitated "a net real gain in terms of incentive and in terms of real practice." Others argued, on the basis of professional autonomy, that the criteria for advancement should be established by teachers themselves. Proponents of this view left the question on who would decide on promotions unanswered, since many also favored some kind of protection against local district politics. With respect to strengthening entry requirements, Dr. Emily C. Feistritzer, Director of the National Center for Education Information, remarked that "by raising standards for entry into teaching and making the process rational, which we all know it is not, in terms of educating and certifying classroom teachers, we will afford people the opportunity to feel they are entering an occupation that is selective and has high expectations of its professionals."

A great number of those testifying indicated that many of the disincentives to entering and remaining in teaching, and a prime source of low teacher morale and effectiveness, stemmed from poor working conditions. Lack of strong administrative leadership and support, large class size, deteriorating facilities, scarcity of educational materials, inadequate support services, lengthy and expensive teacher discipline actions, and time consuming non-educational teacher activities were repeatedly cited as factors which detracted from good teaching. Recommendations were also made for providing additional training for administrators, greater building and operating aid, and admendments to the 3020-A procedures for teacher discipline.

Furthermore, several participants mentioned the Teacher Summer Business Training and Employment Program as an important source of added compensation for teachers. They recommended that this program be expanded. Also, strong support was voiced for the Empire State Scholarship and Fellowship Programs in mathematics and science established in the 1984 Legislative Session. Representatives of the teacher organizations, schools of education, and research organizations, recommended expanding the program to include other important subject areas, such as special education and foreign languages. (Note: Such an expansion was adopted during the 1985 Legislative Session.)

#### FUTURE CONSIDERATIONS

It seems clear from the responses of participants that the legislative proposals for strengthening teaching in New York State are currently under evaluation primarily for their impact on the professional status of teachers. In this context, career ladders were endorsed to the extent that they enabled teachers to participate more fully in non-teaching educational functions. The Empire State Scholarship and Fellowship Programs, the Teacher Summer Business Training and Employment Program, and the Teacher Resource and Computer Training Centers, established in the 1984 Legislative Session and expanded upon in the 1985 Session, were also strongly endorsed because they are seen as an enhancement to teaching. Similarly, a more broadly based continuing education program, one which links preservice education, internship, and inservice experiences under experienced teachers, is also seen as an essential element in any teacher improvement plan. Finally, there seems to be support for efforts to improve working conditions as part of the strategy for improving teacher effectiveness. From this perspective a more active participation of teachers in policymaking in the school, additional resources, and additional training for administrators, were perceived as the best route to improving school climate.

The discussions at the hearing left a number of questions unanswered. Among these, the most salient appear to be:

1. What does it mean to raise the professional status of teachers?
2. What are the advantages and disadvantages related to placing teaching on the same level with other professions in New York State?

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3. What role should teachers and teacher organizations have in the promotion and evaluation of their peers?
4. What non-teaching educational responsibilities should teachers assume? What are appropriate criteria for selection and evaluation of teachers assigned to mentoring and other non-instructional activities?
5. Should the internship be combined with post-graduate study? Which content areas and teaching levels should be affected?
6. How important is it to ensure maintenance of local tax effort in the distribution of funds for strengthening teaching?

Overall, the response to the legislative proposals were met with a plea for the reorganization of the teaching profession. At the very least, however, there is every indication that the appearance of the alternatives outlined in the legislative proposals has allowed the education community to begin the process of clarifying their priorities and formulating recommendations. This is the process necessary that may well lead to more effective educational reform in New York State.

The Senate Education Committee will also continue evaluation and review of these previously advanced concepts and will again propose program initiatives to enhance the teaching discipline in the 1986 Legislative Session. We remain committed to raising the professional status of teachers, thereby strengthening teaching excellence in our schools.

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APPENDIX A

STATE INITIATIVES FOR TEACHER QUALITY

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|                      | <u>Career Ladder/<br/>merit pay</u> | <u>Salary<br/>increases/<br/>new minimum</u> | <u>Require<br/>Competency<br/>costs</u> | <u>Revise<br/>certification</u> | <u>Raised education<br/>school standards</u> | <u>Aid<br/>prospective<br/>teachers</u> | <u>Reduce<br/>class size</u> |
|----------------------|-------------------------------------|----------------------------------------------|-----------------------------------------|---------------------------------|----------------------------------------------|-----------------------------------------|------------------------------|
| ALABAMA              | UC                                  | Y                                            | Y                                       | Y                               | Y                                            | Y                                       | NR                           |
| ALASKA               | NR                                  | NR                                           | NR                                      | UC                              | NR                                           | Y                                       | NR                           |
| ARIZONA              | UC                                  | UC                                           | Y                                       | UC                              | Y                                            | Y                                       | NR                           |
| ARKANSAS             | UC                                  | Y                                            | Y                                       | UC                              | UC                                           | UC                                      | Y                            |
| CALIFORNIA           | Y                                   | Y                                            | Y                                       | Y                               | Y                                            | Y                                       | RJ                           |
| COLORADO             | UC                                  | NR                                           | NR                                      | UC                              | UC                                           | UC                                      | NR                           |
| CONNECTICUT          | UC                                  | UC                                           | UC                                      | UC                              | Y                                            | Y                                       | NR                           |
| DELAWARE             | UC                                  | Y                                            | Y                                       | Y                               | NR                                           | Y                                       | Y                            |
| FLORIDA              | Y                                   | Y                                            | Y                                       | UC                              | Y                                            | Y                                       | NR                           |
| GEORGIA              | UC                                  | Y                                            | Y                                       | UC                              | Y                                            | Y                                       | UC                           |
| HAWAII               | UC                                  | NR                                           | UC                                      | UC                              | NR                                           | UC                                      | UC                           |
| IDAHO                | Y                                   | Y                                            | NR                                      | Y                               | Y                                            | NR                                      | NR                           |
| ILLINOIS             | Y                                   | UC                                           | UC                                      | UC                              | UC                                           | UC                                      | NR                           |
| INDIANA              | UC                                  | NR                                           | Y                                       | Y                               | NR                                           | Y                                       | Y                            |
| IOWA                 | UC                                  | UC                                           | Y                                       | Y                               | UC                                           | Y                                       | NR                           |
| KANSAS <sup>1</sup>  | Y                                   | Y                                            | Y                                       | Y                               | Y                                            | RJ                                      | NR                           |
| KENTUCKY             | UC                                  | RJ                                           | Y                                       | Y                               | NR                                           | Y                                       | Y                            |
| LOUISIANA            | UC                                  | Y                                            | Y                                       | Y                               | Y                                            | Y                                       | Y                            |
| MAINE                | Y                                   | Y                                            | Y                                       | Y                               | NR                                           | Y                                       | NR                           |
| MARYLAND             | NR                                  | UC                                           | NR                                      | NR                              | NR                                           | Y                                       | NR                           |
| MASSACHUSETTS        | RJ                                  | RJ                                           | RJ                                      | RJ                              | NR                                           | RJ                                      | RJ                           |
| MICHIGAN             | NR                                  | UC                                           | NR                                      | UC                              | UC                                           | NR                                      | NR                           |
| MINNESOTA            | UC                                  | UC                                           | UC                                      | UC                              | UC                                           | NR                                      | NR                           |
| MISSISSIPPI          | NR                                  | Y                                            | Y                                       | UC                              | NR                                           | NR                                      | Y                            |
| MISSOURI             | UC                                  | UC                                           | Y                                       | Y                               | Y                                            | UC                                      | NR                           |
| MONTANA <sup>1</sup> | NR                                  | NR                                           | UC                                      | Y                               | UC                                           | UC                                      | UC                           |
| NEBRASKA             | Y                                   | UC                                           | Y                                       | NR                              | NR                                           | Y                                       | NR                           |
| NEVADA               | NR                                  | UC                                           | Y                                       | Y                               | Y                                            | UC                                      | NR                           |
| NEW HAMPSHIRE        | UC                                  | NR                                           | Y                                       | Y                               | NR                                           | UC                                      | Y                            |
| NEW JERSEY           | Y                                   | UC                                           | NR                                      | Y                               | Y                                            | UC                                      | NR                           |
| NEW MEXICO           | UC                                  | UC                                           | Y                                       | Y                               | UC                                           | NR                                      | UC                           |
| NEW YORK             | UC                                  | UC                                           | Y                                       | Y                               | NR                                           | Y                                       | NR                           |
| NORTH CAROLINA       | UC                                  | Y                                            | Y                                       | Y                               | Y                                            | Y                                       | Y                            |
| NORTH DAKOTA         | NR                                  | NR                                           | NR                                      | NR                              | NR                                           | NR                                      | NR                           |
| OHIO                 | UC                                  | UC                                           | UC                                      | UC                              | UC                                           | UC                                      | Y                            |
| OKLAHOMA             | Y                                   | Y                                            | NR                                      | Y                               | Y                                            | NR                                      | NR                           |
| OREGON               | NR                                  | NR                                           | Y                                       | UC                              | NR                                           | NR                                      | NR                           |
| PENNSYLVANIA         | UC                                  | NR                                           | Y                                       | Y                               | NR                                           | Y                                       | NR                           |
| RHODE ISLAND         | NR                                  | NR                                           | UC                                      | Y                               | Y                                            | NR                                      | NR                           |
| SOUTH CAROLINA       | Y                                   | Y                                            | Y                                       | Y                               | NR                                           | Y                                       | Y                            |
| SOUTH DAKOTA         | UC                                  | NR                                           | UC                                      | Y                               | Y                                            | NR                                      | UC                           |
| TENNESSEE            | Y                                   | Y                                            | Y                                       | Y                               | NR                                           | Y                                       | Y                            |
| TEXAS                | Y                                   | Y                                            | Y                                       | Y                               | Y                                            | NR                                      | NR                           |
| UTAH                 | Y                                   | UC                                           | NR                                      | NR                              | NR                                           | Y                                       | UC                           |
| VERMONT              | NR                                  | NR                                           | NR                                      | Y                               | NR                                           | Y                                       | Y                            |
| VIRGINIA             | Y                                   | Y                                            | Y                                       | Y                               | NR                                           | Y                                       | NR                           |
| WASHINGTON           | UC                                  | UC                                           | UC                                      | UC                              | Y                                            | Y                                       | UC                           |
| WEST VIRGINIA        | UC                                  | Y                                            | Y                                       | Y                               | NR                                           | UC                                      | Y                            |
| WISCONSIN            | UC                                  | UC                                           | UC                                      | UC                              | UC                                           | UC                                      | NR                           |
| WYOMING              | NR                                  | NR                                           | Y                                       | NR                              | Y                                            | UC                                      | NR                           |
| Total Y response     | 14                                  | 18                                           | 29                                      | 28                              | 19                                           | 24                                      | 13                           |
| Total UC response    | 24                                  | 17                                           | 10                                      | 16                              | 10                                           | 13                                      | 7                            |

<sup>1</sup>Major reform bill died in legislature. Similar new bill expected to be introduced this session.

Key: Y--yes; NR--none reported; UC--under construction; RJ--rejected; NA--not available.

(Source: Education Week February 6, 1985)

APPENDIX B

SUMMARY OF MAJOR LEGISLATIVE PROPOSALS

| Title                     | Senator Donovan's Career Ladder/<br>Internship Program                                                                                                                                                                                                                                                                                                                                                  | Senator Donovan's New York State<br>Internship/Master Teacher Program                                                                                                                                                                                                                                                                                                                                                                      | Senator Donovan's New York State<br>Internship/Consultantship Program                                                                                                                                                                                                                                                                                                                                     |
|---------------------------|---------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|--------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|-----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| Provisions                | Completed BA/BS with advanced study in education; one year supervised internship; four step career ladder: provisional professional, senior, master.                                                                                                                                                                                                                                                    | Completed program of professional study; certification exam; one year supervised internship; up to 10% of district's qualified teachers can be "Master Teachers."                                                                                                                                                                                                                                                                          | Completed program of professional study; certification exam; one year supervised internship; teacher "consultants" appointed for limited time period.                                                                                                                                                                                                                                                     |
| Administration            | <p>Districts submit a plan to the Commissioner for approval--must comply with minimal regulations of the Commissioner.</p> <p>Plan developed in consultation with teachers, administrators, supervisors, an institutions of higher education.</p> <p>Interns will be evaluated according to procedures determined by the Commissioner.</p> <p>Promotion will be determined by a regional committee.</p> | <p>Districts submit a plan to the Commissioner for approval--must comply with minimal regulations of the Commissioner.</p> <p>Plan developed in consultation with teachers, administrators, supervisors, an institutions of higher education.</p> <p>The Superintendent designates Master Teachers pursuant to their qualifications and the Commissioner's regulation.</p> <p>The commissioner will determine criteria for evaluation.</p> | <p>Districts submit a plan to the Commissioner for approval--must comply with minimal regulations of the Commissioner.</p> <p>Plan developed in consultation with teachers, administrators, supervisors, an institutions of higher education.</p> <p>Districts will nominate consultant; Commissioner will choose among nominees.</p> <p>The Commissioner will determine the criteria for evaluation.</p> |
| Funding                   | No estimate provided.                                                                                                                                                                                                                                                                                                                                                                                   | \$80 million--statewide                                                                                                                                                                                                                                                                                                                                                                                                                    | \$25 million--statewide; not less than 50% nor more than 95% of the cost of the program.                                                                                                                                                                                                                                                                                                                  |
| Method of<br>Distribution | All stipends paid over and above salary on each step of ladder; Prof. \$1000/two years experience; Sr.: \$4000/7 years experience; additional credits; Master: \$6,000/12 years experience/advanced degree cost of stipend borne by the state.                                                                                                                                                          | \$4000 over and above regular salary for each Master Teacher identified by the district.                                                                                                                                                                                                                                                                                                                                                   | Minimum state share 50% and local percentage share of remaining cost based on district aid ratio; maximum award based on ratio of master to the district's teaching staff; consultant teacher stipends-percent of annual salary base.                                                                                                                                                                     |

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APPENDIX B (CONT'D)

|                         |                                                                                                                                                                                                                       |                                                                                                                                                                                                                    |                                                                                                                                                 |
|-------------------------|-----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|--------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|-------------------------------------------------------------------------------------------------------------------------------------------------|
| Title                   | Assemblyman Serrano's Categorical Aid for Teacher Enrichment Program.                                                                                                                                                 | Governor's Excellence in Teaching Aid Program.                                                                                                                                                                     | Regent's Internships for Teachers and Administrators.                                                                                           |
| Provisions              | Provides funds for improving beginning teachers' salaries and provides for flexibility in the use of such funds.                                                                                                      | Provides funds to districts for improving the quality of teaching.                                                                                                                                                 | Provides funds for teacher/administrator internships to reimburse district for the replacement cost of reduced workloads for those individuals. |
| Administration          | Local districts would be eligible for participation if they could show a negotiated increase in lowest quartile teacher salaries of 5% or more. Alternative uses of funds must be submitted to collective bargaining. | Within constraints imposed by the allowable use of funds, districts are permitted to decide on the best use of funds and develop their own programs.                                                               | Districts submit plan to the Commissioner for approval.                                                                                         |
| Funding                 | \$29.25 million--statewide.                                                                                                                                                                                           | \$60.2 million--statewide.                                                                                                                                                                                         | \$10.7 million--assuming only 50% of the districts participate.                                                                                 |
| Method of Distribution  | State reimbursement of 85% of each percent of increase above 5% for teachers in the lowest quarter of district compensation; total not to exceed \$25/pupil based on district wealth.                                 | <u>The Higher Of:</u><br><u>Formula</u> --\$55 ceiling x<br>operating aid ratio x<br>selected TAPU*<br><u>OR</u><br><u>Flat Grant</u> --\$5/selected TAPU*<br>*higher of base year TAPU or<br>2 year average TAPU. | State reimbursement of 20% of the salaries of interns.                                                                                          |
| Allowable Uses of Funds | Primary: salary reimbursement;<br>Alternatives:<br>Mentor/intern programs;<br>Mini-grants for research or<br>Curriculum development;<br>Sabbatical leaves.                                                            | Increasing starting salaries<br>Reducing class size<br>Creating student discipline programs<br>Establishing teacher intern programs                                                                                | Not indicated.                                                                                                                                  |

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## APPENDIX C

The following organizations and individuals responded to the New York State's Senate Education Committee's invitation to the hearing on strengthening teacher education by submitting oral and/or written testimony.

### New York State Education Department

Gordon Ambach                      Commissioner

### Teacher Association/Individual Teachers

|                  |                                     |
|------------------|-------------------------------------|
| William Hirschen | Teacher of the Year, New York State |
| Thomas Piss      | The National Education Association  |
| Albert Shanker   | The American Federation of Teachers |
|                  | The United Federation of Teachers   |

### New York State School Board Association

|                     |                                          |
|---------------------|------------------------------------------|
| Jacqueline Freedman | Conference of Large City School Boards   |
| Louis Grumet        | New York State School Boards Association |
| Joseph McTighe      | New York State Catholic Conference       |
| Ed Shafer           | Madison-Oneida B.O.C.E.S.                |
| Judith Johnson      | Westchester B.O.C.E.S.                   |

### Administrative Organizations/Individuals

|                   |                                          |
|-------------------|------------------------------------------|
| Frank Calsi       | Binghamton City School District          |
| William Deming    | Rural Schools Program                    |
| Nathan Quinones   | New York City Public School System       |
| Arthur Williamson | N.Y.S. Council of School Superintendents |

### Institutions of Higher Education

|                    |                                          |
|--------------------|------------------------------------------|
| Dallas Beal        | SUNY, Fredonia                           |
| Joann Jacullo-Noto | Teachers College, Columbia University    |
| Robert Koff        | School of Education, SUNY, Albany        |
| James Winschel     | School of Education, Syracuse University |

### United States Department of Education

Mary Jean Letendre                      Office of the Secretary

### Research Organizations/Individual Researchers

|                  |                                                          |
|------------------|----------------------------------------------------------|
| Robert Cameron   | The College Board                                        |
| Emily Feistritz  | National Center for Education Information                |
| Larry Finkel     | Association for Supervision of Curriculum Development    |
| Terry W. Hartle  | American Enterprise Institute                            |
| Harry P. Hatry   | The Urban Institute                                      |
| Deborah Inman    | New York University                                      |
| Alan Weiditch    | Metropolitan Life Insurance Company (survey of teachers) |
| Robert Palsich   | Education Commission of the States                       |
| Glen Robinson    | Education Research Service, Inc.                         |
| Jon Schaffarzick | Crespo, McCormick and Pagnet                             |

### Other States

|                  |                                                               |
|------------------|---------------------------------------------------------------|
| Jo Anne Anderson | Research Division, Senate Education Committee, South Carolina |
| James Green      | Office of the Governor, Massachusetts                         |
| Grace Grimes     | Texas Education Agency                                        |
| Richard Mills    | Office of the Governor, New Jersey                            |
| Karen Weeks      | Tennessee Interim Certification Committee                     |